



BEFORE THE PUBLIC UTILITIES COMMISSION OF THE
STATE OF CALIFORNIA

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Order Instituting Rulemaking to Implement the)
Commission's Procurement Incentive Framework)
and to Examine the Integration of Greenhouse)
Gas Emissions Standards into Procurement)
Policies.)

R.06-04-009
(Filed April 13, 2006)

COMMENTS OF SOUTHERN CALIFORNIA EDISON COMPANY (U 338-E)
ON THE PROPOSED DECISION OF PRESIDENT PEEVEY
AND ALJ GOTTSTEIN

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I.

INTRODUCTION

Pursuant to Rule 14.3 of the Commission's Rules of Practice and Procedure, Southern California Edison Company (SCE) submits these Comments of Southern California Edison Company (U 338-E) on the Proposed Decision of President Peevey and ALJ Gottstein, mailed December 13, 2006, and entitled *Interim Opinion on Phase 1 Issues: Greenhouse Gas Emissions Performance Standard* (PD). SCE objects to several provisions in the PD and recommends that the PD be revised in as follows:

- The PD's interpretation of the phrase "New Ownership Investments" has no factual basis or legal foundation and should be changed to conform to the requirements of the law.
- The Commission should allow a modification that increases capacity provided that the emissions rate after the modification is equal to or less than before the modification.

- The PD should provide an upfront and achievable standard, as required by AB57, for judging when multiple contracts of less than five years will be considered circumvention of the EPS rules.
- The PD’s prohibition against unspecified contracts of five years or more should be modified.
- The PD’s definition of “Covered Procurements” needs revision because it is overbroad and may unlawfully result in the abrogation of existing contracts.
- The PD’s application of SB 1368 in the proposed EPS does not comport with the Commerce Clause.

Appendices A and B contain SCE’s recommended changes to the Findings of Fact and Conclusions of Law.

II.

DISCUSSION

A. The PD’s Interpretation of the Phrase “New Ownership Investments” Has No Factual Basis or Legal Foundation and Should Be Changed to Conform to the Requirements of the Law.

The PD ignores the logical interpretation of the legislative history of the phrase “new ownership investment” that SCE presented in its Opening Comments,¹ yet the PD presents no facts or legal support for its conclusion that the EPS must apply to “new LSE investments in retained baseload generation.” The term “investment” is used twice in SB 1368:

¹ As SCE explained in its Opening Comments on the Final Staff Report and Proposal: Since the original bill included the phrase “ownership investment” and the word “new” was added in June 2006, the addition of the word “new” was intended by the Legislature to include only “new ownership investments” as “long-term financial commitments” and NOT “existing ownership investments.” If the Legislature wanted to subject ALL ownership investments to be subject to the EPS, it would not have added the modifying adjective “new” before the term “ownership investment.”
Opening Comments of SCE on Final Staff Workshop Report, October 18, 2006, p. 3.

8340 (j) “Long-term financial commitment” means either a new ownership **investment** in baseload generation or a new or renewed contract with a term of five or more years, which includes procurement of baseload generation.

...

8341 (b)(6) A long-term financial commitment entered into through a contract approved by the commission, for electricity generated by a zero- or low-carbon generating resource that is contracted for, on behalf of consumers of this state on a cost-of-service basis, shall be recoverable in rates, in a manner determined by the commission consistent with Section 380. The commission may, after a hearing, approve an increase from one-half to 1 percent in the **return on investment** by the third party entering into the contract with an electrical corporation with respect to **investment** in zero- or low-carbon generation resources authorized pursuant to this subdivision.

Rejecting SCE’s interpretation, the PD argues:

Before “new” was added to the definition, “ownership investment” could have been read to include *all* utility retained generation, including those facilities built, repowered and renovated prior to the statute’s effective date. This is because “investment” can mean either: the sum which is currently invested; or, the placing or outlay of money for income or profit.² Both meanings are commonly used, and we must assume that the Legislature was aware of this potential ambiguity. Absent the word “new” it is unclear as to whether “ownership investment” means: 1) the sum which is currently invested, as in all utility retained generation; or 2) the outlay of money for baseload generation, as in new commitments of money such as repowering and other major renovations to existing facilities. We conclude that the Legislature added “new” to preclude the broader interpretation that would include all utility retained generation and not, as SCE contends to exclude new investments in utility retained generation. ... [T]he term “new ownership investment” under SB 1368 encompasses new LSE investments in retained baseload generation.³

² *Merriam-Webster’s Collegiate Dictionary*, 10th Ed. (2001) (Tenth Edition), p. 615. Although the PD uses the *Tenth Edition*’s definition of “investment,” the current print version is the *Eleventh Edition*. The Merriam-Webster Online Dictionary, which is based on the *Eleventh Edition*, defines “investment” as: “the outlay of money usually for income or profit: capital outlay; *also*: the sum invested or the property purchased.” <http://www.m-w.com/cgi-bin/dictionary>

³ PD, p. 46.

The PD provides no facts to support its assertion that the term “ownership investment” could be read to include “*all* utility retained generation, including those facilities built, repowered and renovated prior to the statute’s effective date.” The PD’s assertion does not comport with the use of “investment” in the statute. In Section 8341(b)(6), the reference to “investment” in the last sentence clearly refers to an “outlay of money.” The second reference is in the definition of “long-term financial commitment” and is the definition that the PD is attempting to decipher. The reference to the “return on investment” by a third party in the last sentence of Section 8341(b)(6) refers to something else – an authorized rate of return on the third party’s rate base, which is not related to the definition of “investment” with which we are concerned.

Common usage and the law require that statutory language be reasonably interpreted. The Legislature is well aware of the definitions of the terms “facility” or “facilities” and “plant” or “powerplant.” In SB 1368, the Legislature uses the term “facility” (or its plural) five times. Similarly, SB 1368 uses the terms “plant” or “powerplant” (or their plurals) 17 times. The PD claims that “we must assume that the Legislature was aware of this potential ambiguity” in the term “ownership investment.” If the Legislature thought that use of this term might cause a potential ambiguity, it would not have merely added the word “new” to clear up the possible ambiguity; it would have used a different term for “ownership investment.” The Legislature used the term “investment” twice and both times it intended the term to mean “an outlay of money for income or profit.” So the proper interpretation of the word “investment” in “ownership investment” must be “an outlay of money for income or profit.” That precludes any interpretation that presumes the Legislature thought the term was ambiguous.

The noun “ownership” can mean: (1) the state, relation, or fact of being an owner; or (2) a group or organization of owners.⁴ The noun “ownership” is not needed if the Legislature intended the phrase “ownership investment” to have either meaning proposed by the PD. Any

⁴ The Merriam-Webster Online Dictionary, which is based on the *Eleventh Edition*
<http://www.m-w.com/cgi-bin/dictionary>

“investment” by an LSE must be for something that the LSE itself owns. The Legislature could have used the word “investment” by itself.

Thus, the Legislature must have intended the term “ownership” to differentiate “an outlay of money for income or profit” for an existing plant or facility from “an outlay of money for income or profit” for an “ownership” interest in a new plant or facility. It is more logical to believe that the Legislature thought the revised term “ownership investment” was ambiguous because it did not clarify that the “investment” would have to be for “new ownership” in a new plant or facility. If the Legislature consciously intended the interpretation that the PD proposes, then it could have omitted the term “ownership” entirely. If the Legislature intended “new ownership investment” to mean any “new outlay of money for income or profit” then the use of the word “ownership” is superfluous. The rules of statutory interpretation require that we interpret all the words used and not make any of the words used superfluous.

The policy behind SB 1368 was to prevent investment in new pulverized coal-fired generation plants. The policy was not to shut down existing coal-fired plants. Thus, the Legislature could not have meant to preclude investment in replacement parts or refurbishment of existing parts in an existing pulverized coal-fired generating plant, which are necessary to keep an existing plant running to serve the public. If the Legislature intended such a meaning it would have used words to make it clear that such things as replacement of equipment and repairs to existing plant are included within the scope of the statute. The PD’s interpretation of the term “new ownership investments” is therefore wrong and must be corrected to avoid the risk of preventing needed repairs of existing facilities.

B. The Commission Should Allow a Modification that Increases Capacity Provided That the Emissions Rate After the Modification Is Equal To or Less Than Before the Modification.

The PD provides that a new investment in an LSE's own existing baseload powerplant constitutes a "New Ownership Investment."⁵ This restriction is overbroad and could result in LSEs refraining from making modifications and repairs that would actually prevent incremental GHG emissions from existing facilities. Such a result is the opposite of that which the Legislature intended to encourage in passing SB 1368.⁶

To show how the proposed focus on an increased nameplate capacity can impede SB 1368's policy of reducing GHG emissions, consider the following hypothetical situation: assume that the owner of a coal fired generation plant decides to replace a piece of aging equipment, and that the new equipment is more efficient and will produce more output from the same coal fuel input as the old equipment for an equivalent time period (*i.e.*, more megawatts and megawatt hours from the same amount of coal). If we follow the proposed rule and the nameplate capacity increases by any amount, the entire unit would be subject to EPS. However, the pulverized coal plant would not pass the EPS. Such a provision would encourage the plant's owner to replace the equipment with less efficient equipment that would not increase the output but would still produce the same amount of GHG for the original fuel input. Thus, as written, the EPS will effectively preclude investment in equipment that would provide more capacity and more energy for the same fuel throughput from our hypothetical plant.⁷

The Commission should allow a modification that increases capacity provided the emissions rate after the modification is equal to or lower than before the modification.

⁵ PD, p. 7; COL 9 at p. 206; Attachment 7 at pp. 2-3.

⁶ SB 1368, Sections 1(b) and (h).

⁷ The increased generation output from the resource will displace other generation in the WECC, which will likely have GHG emissions. Accordingly, the investment in new equipment in this case will likely decrease total GHG emissions.

C. The PD Should Provide an Upfront and Achievable Standard, as Required by AB57, For Judging When Multiple Contracts of Less than Five Years will be Considered Circumvention of the EPS Rules.

Finding of Fact 162 (FOF 162) presents problems to LSEs and constitutes legal error because it imposes a new procurement requirement that is not an AB57 upfront achievable standard. FOF 162 states:

Disclosure of short-term contracts is necessary to ensure that LSEs do not circumvent the EPS rule by entering into a series of contracts with terms of less than five years with the same supplier, resource or facility. Such multiple contracts should be considered a single commitment and must be reviewed as such (e.g., a contract for a three-year term linked to a contract for the following three years must be seen as a single commitment for 6 years).⁸

SCE supports and already complies with the requirement of FOF162 to disclose all of SCE's transactions in the Quarterly Compliance Report. On the other hand, SCE cannot understand what the PD intends by the statement, "a series of contracts with terms of less than five years with the same supplier, resource or facility," or what the PD means by the word "linked." Depending on the intended meaning, SCE and other LSEs may find themselves in a situation where procurement needed to meet Commission and CAISO requirements, or prudent procurement/risk management practices, is impossible or virtually impossible. As one example, only a few suppliers of generation exist in the Los Angeles Basin (L.A. Basin) local area, and SCE's procurement share of the CAISO's generation need in the L.A. Basin is a large percentage of the total amount of L.A. Basin generation. The situation is further compounded because generation ownership in the L.A. Basin is concentrated in just a few large "suppliers." Similar situations exist in other local areas in the state. In these circumstances, as well as in others, it is virtually impossible for SCE to avoid entering into sequential contracts with "the same supplier, resource or facility" for sequential terms.

⁸ PD, pp. 200-201.

The key question appears to be what elements establish “linkage” between “multiple contracts with the same supplier, resource, or facility.” Presumably, if these elements do not exist in such multiple contracts, then “linkage” is not established, and the multiple contracts are not required to meet the EPS. On the other hand, if these elements do exist, the contracts are considered “linked” and the EPS must be satisfied if the combined term equals or exceeds five years. Therefore, SCE needs clarification of FOF 162 and express direction about what the PD intends by the term “linked.”

Since the rule on linkage between multiple contracts governs IOU procurement, the requirements of AB57 apply. Among other things, AB57 requires that the procurement plan approved by the Commission “[e]liminate the need for after-the-fact reasonableness reviews of an electrical corporation’s actions in compliance with an approved procurement plan, including resulting electricity procurement contracts, practices, and related expenses.”⁹ The PD, however, establishes an after-the-fact review of IOU procurement contracts to ensure that the EPS is not “circumvented.” If the meaning of the PD is not clarified, this “after-the-fact review” would occur in the absence of statutorily required “upfront achievable standards and criteria by which the acceptability and eligibility for rate recovery of a proposed procurement transaction will be known by the electrical corporation prior to the execution of the bilateral contract for the transaction.”¹⁰ This is one of the features that may be included in a procurement plan. Additionally, by putting the IOU at risk for procurements in the absence of a clear compliance standard, the PD would conflict with the following statutory requirement:

[T]he commission may not approve a [procurement plan] feature or mechanism of an electrical corporation if it finds that the feature or mechanism ... would lead to a deterioration of an electrical corporation’s creditworthiness....¹¹

⁹ Pub. Util. Code section 454.5(d)(2).

¹⁰ Pub. Util. Code 454.5(c)(3).

¹¹ Pub. Util. Code 454.5(c).

Thus, by not establishing a clear standard as to when the EPS applies to multiple contracts, the PD is inconsistent with AB57.

Many “elements” define a power contract beyond just the “supplier, resource, or facility,” and the PD is unclear whether it intends any of these other elements be used to determine if multiple contracts were “linked.” The following is a partial list of elements in typical power contracts: supplier, parent company of supplier (providing a guarantee), quantity, date of execution, initial delivery date, end delivery date, delivery hours (e.g., on-peak or all hours), delivery point, dispatchability, limits on start-ups, energy production limits, responsibility for gas supply, fixed price, variable price components, responsibility for generator outages, collateral requirements, generation source (if specified), location of the generation source, ability of the supplier to substitute if the primary generation source is undergoing an outage, etc.¹² Which of these and other elements, if any, would the PD apply to determine whether multiple contracts are “linked”?

Rather than wade into the morass of examining numerous contract terms, SCE proposes that, if two contracts are “independent” of each other, the Commission should not consider them to be “linked.” Two contracts are “independent” of each other if selection of one does not require selection of the other. That is, in order to be selected, each contract in a series of multiple contracts must “win on the merits.”

As a alternative to the foregoing suggested definition, the Commission could also consider multiple contracts to be “linked” only under the following circumstances: (1) the contracts specify the same generating unit as the primary source and the gap in contract execution dates is 6 months or less; or (2) the contracts do not specify the generation source, are with the same supplier, specify the same delivery point, and are executed within 24 hours. These criteria are clear, would not be unduly burdensome to implement in practice, and should be sufficient to achieve the PD’s objective. Criterion (1) is meant to apply to RFOs, which are

¹² Another element of potential relevance, which is not per se associated with the contract, is the manner in which the contract was formed – e.g., entered into through an RFO process, a broker, or bilaterally.

typically conducted several months apart. If the same generation unit wins on the merits in multiple RFOs, then most likely that unit does not have many competitive alternatives. Criterion (2) is meant to apply to RFOs and to day-to-day procurement activities in traded markets. SCE conducts approximately 20,000 transactions per year in traded markets. Most transactions are considered “short-term” under SCE’s procurement plan but might, because of “linkage,” be construed to be multiple transactions under the EPS rules equaling or exceeding five years in combined term. In SCE’s view, the Commission should not try to capture short-term transactions in traded markets by applying the “linkage” concept.

SCE is not in a position to submit multiple contracts that might be construed to be “linked” to the Commission for review and pre-approval. This is because offers remain open for only a very short period of time (minutes for traded products and perhaps 24 hours in a RFO process). SCE suggests the following changes to FOF 162 to establish an upfront achievable standard for LSEs:

Disclosure of short-term contracts is necessary to ensure that LSEs do not circumvent the EPS rule by entering into a series of contracts with terms of less than five years with the same supplier, resource or facility. Such multiple contracts should be considered a single commitment and must be reviewed as such (e.g., a contract for a three-year term linked to a contract for the following three years must be seen as a single commitment for 6 years) **if the selection and execution of any of the contracts in the series required the selection and execution of some or all of the others in the series.** Emphasis added to show additional text.

D. The PD’s Prohibition against Unspecified Contracts of Five Years or More Should Be Modified.

SCE considers the prohibition against unspecified contracts of five years or more and the determination of what constitutes “linked” contracts to be inseparable. If the Commission rejects SCE’s proposed upfront and achievable standard in Section II.C and considers separate contracts with the “same supplier, resource or facility” to include unit contingent, unspecified, or a combination of these two to be subject to the EPS requirements if back-to-back contracts exceed

five years, then the prohibition against unspecified contracts greater than five years must be eliminated in order to prevent significant economic harm to customers. Contracts with unspecified sources are commonly used to hedge energy procurement risk and eliminate, cost effectively, long and short positions in the portfolio. The vast majority of these individual transactions have terms of less than five years, so a simple prohibition on a delivery term of five years or more would not have an adverse impact on ratepayers or on the operation of the wholesale market. As revealed in response to a data request and referenced in the PD,¹³ SCE has not entered into an unspecified contract greater than five years since reentering the procurement function in 2003 and has no intention of doing so in the near term. However, if the back-to-back “linkage” rule is applied to multiple unspecified contracts of less than-five years, then the prohibition on five year or longer contracts with unspecified sources could have a significant costly impact on ratepayers.

SCE would have to select more costly transactions until some period of time was achieved to reset the five-year “clock.” This could include the original supplier selling to an intermediary solely for the benefit of creating a clean sheet with no impact on the GHG EPS, which would result in increased costs to SCE’s customers to “sleeve” the transaction. This would result in no discernable benefit. Simply eliminating these products from LSEs’ portfolios would unnecessarily harm the LSEs’ customers and provide no benefit toward reducing GHG emissions.

E. The PD’s Definition of “Covered Procurements” in the EPS Needs Revision Because It Is Overbroad and May Unlawfully Result in the Abrogation of Existing Contracts.

By misinterpreting the term “new ownership investment,” as discussed in Section II.A, the PD’s definition of “covered procurements” in the EPS becomes overbroad, because it may

¹³ ?

impair existing contracts in an “LSE’s own existing, non-CCGT baseload powerplant.” The PD’s definition provides, in pertinent part, that “covered procurements” include:

New investments in the LSE’s own existing, non-CCGT baseload powerplants that are: 1) intended to extend the life of one or more units by five years or more, 2) result in a net increase in the rated capacity of the powerplant, or 3) intended to convert a non-baseload plant to a baseload plant ... PD, Attachment 7, pp. 2-3.

This provision may violate the impairment of contracts restrictions of the United States and California State Constitutions,¹⁴ if it is interpreted and applied to prohibit an LSE from fulfilling its obligations under existing contracts with third-party co-owners of a baseload powerplant for financial investments required to maintain the powerplant for the term of the existing contract or the intended life of the plant.

The Commission may not have realized that this provision, as written, will cause a problem for SCE. SCE has a 48% co-tenancy interest in most of the Four Corners Project.¹⁵ The co-tenancy agreement has a term of 50 years, which ends in 2016. This is a valid contract that imposes legal obligations on SCE. One of those obligations is the requirement to make financial investments in the Four Corners facility in accordance with an operating agreement among the co-owners. Thus, SCE has a commitment to the Four Corners Project for almost 10 more years. The terms of the Co-Tenancy and Operating Agreements to which the co-owners are parties generally provide that each participant in the Project is obligated for their pro rata share of the costs of Capital Additions, Capital Betterments, or Capital Replacements, as those terms are defined in the respective agreements. Some of these investments may have a life greater than five years.

Under the general definition of “covered procurements” in the PD, SCE could be precluded from fulfilling its contractual obligation to contribute financially to replacement of equipment items that would extend the life of the plant by at least five years or that would

¹⁴ See U. S. Const. Article I, Section 10, and Ca Const. Article 1, Section 9.

¹⁵ Excluding the Common Facilities, the Switchyard Facilities, the New Facilities, the Related Facilities not included in the New Facilities, and the Reserve Auxiliary Power Source.

increase the rated capacity of the plant. Since expenditures of major equipment items are amortized at terms generally greater than five years, SCE could be prohibited from performing its contractual obligations to contribute to such financial investments or may fear the repercussions of doing so. Moreover, if a part of the power production train requires replacement, the newer piece of equipment will probably have a higher efficiency than the old item, which would likely increase the rated capacity of the powerplant. Thus, under the current proposed definition of “Covered Procurements,” any major expense that SCE incurs under the terms of its contracts related to the Four Corners Project could be prohibited by the proposed EPS, because the Four Corners Project arguably could not satisfy the EPS.

If the Commission’s EPS prohibits SCE from fulfilling its contractual obligation to pay the costs required to maintain the Four Corners Project in operating condition, the Commission’s EPS rules would impair SCE’s contractual obligations, subject it to a possible lawsuit for breach of contract, and thereby violate the Federal and state constitutions. One solution to the problem would be to clarify that the EPS does not apply to contracts on existing baseload powerplants or to provide an exemption for LSEs that co-own existing generating plants with third parties with whom they have contractual obligations to pay for ongoing expenses. SCE suggests the following modification to the PD to solve this problem:

Except for financial contributions required by contracts with third-party co-owners, new investments in the LSE’s own existing, non-CCGT baseload powerplants that are: 1) intended to extend the life of one or more units by five years or more, 2) result in a net increase in the rated capacity of the powerplant, or 3) intended to convert a non-baseload plant to a baseload plant, ...
PD, Attachment 7, pp. 2-3.

F. The PD's Application of SB 1368 in the Proposed EPS does not Comport With the Commerce Clause.¹⁶

The practical effect of the EPS – or at least the admitted objective – is to force out-of-state generators to bring their facilities into compliance with California's standards. This will affect transactions wholly outside the State because, as a practical matter, an individual facility would need to employ the same method of production for electricity destined to be sold in other states.¹⁷ The supposition that the affected facilities would not sell electricity to the huge California market at all is both factually illusory and legally irrelevant. Courts have repeatedly struck down state laws that burden interstate commerce by conditioning access to the local market on compliance with local environmental policies – even when the state law is expressed as a limit on conduct by its own citizens.¹⁸ In contrast, *Gravquick A/S v. Trimble Navigation International Ltd.* (9th Cir. 2003) 323 F.3d 1219, upon which the PD relies,¹⁹ is not even a Commerce Clause case – it simply enforced a voluntary choice of law clause providing for the application of California law to the contract.²⁰ There was no showing that any nonparties outside of California were affected.

¹⁶ SCE raised its Commerce Clause concerns in the Performance Incentive Framework phase of R.04-04-003 and reasserts those arguments in this proceeding simply to preserve its legal rights. See SCE's Comments on Draft Decision on Procurement Incentive Framework, February 2, 2006, pp. 5-8; Comments of the Energy Producers and Users Coalition on Draft Decision on Procurement Incentives Framework, February 2, 2006, pp. 6-7. See also SCE's Application for Rehearing of Decision 02-06-070, March 20, 2006, pp. 2-3.

¹⁷ In contrast, in *National Electrical Manufacturers Association v. Sorrell* (2d Cir. 2001) 272 F.3d 104 (cited in the Opinion, *mimeo*, p. 170 n.260), the Court upheld a Vermont labeling regulation where out-of-state manufacturer could comply with Vermont's requirement for goods shipped to Vermont, while following a different course for goods distributed elsewhere.

¹⁸ E.g. *National Solid Waste Management Ass'n* (7th Cir. 1995) 63 F.3d 652, 654-62; *Hazardous Waste Treatment of Council v. State of South Carolina* (4th Cir. 1991) 945 F.2d 781, 785, 791-92; *Hardage v. Atkins* (10th Cir. 1980) 619 F.2d 871, 872. See also *Great Atl. & Pac. Tea Co. v. Cottrell* (1976) 424 U.S. 366.

¹⁹ PD, pp. 168-169.

²⁰ *Gravquick A/S v. Trimble Navigation International Ltd.*, 323 F.3d at 1242-44.

III.

CONCLUSION

SCE respectfully submits these Comments and urges the Commission to modify the PD as described herein.

Respectfully submitted,

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APPENDIX A

SCE'S RECOMMENDED CHANGES TO THE FINDINGS OF FACT

SCE suggests that the PD be modified to delete the language that is stricken through and to add the language that is underlined in the following Findings of Fact:

17. Under the provisions of SB 1368, an LSE does not enter into the types of commitments with “retained generation” (i.e., existing baseload facilities owned by the LSE to serve its load) that would trigger the requirement to comply with the EPS, absent additional ownership investment.

~~26. SCE’s assertion that the absence of a comma in the phrase “new ownership investment” mandates their reading is incorrect based on the rules of grammar described in several sources of grammatical usage. According to those sources, a comma would only be necessary if one could substitute the phrase “ownership, new investment” for the phrase “new, ownership investment” without affecting the meaning, which is not the case for the phrase “new ownership investment.” These authorities also establish that no comma is required for this phrase, since the first adjective (“new”) modifies the idea expressed by the combination of the second adjective and the noun (“ownership investment”).~~

27. As discussed in this decision, SCE’s reading of § 8341(b)(6) in support of its interpretation is ~~contrary to~~ comports with the plain meaning of the statute, ~~which explicitly prohibits LSE’s from entering into long-term commitments that fail to comply with the EPS.~~

28. We conclude from the legislative history that the Legislature added “new” to only subject new investments to the EPS that are also new ownership interests ~~preclude the broader interpretation that would include all utility retained generation and not, as SCE contends, to exclude new investments in utility retained generation.~~

~~29. SB 1368 does not specify what types of new investments made by an LSE in retained generation would trigger the EPS.~~

~~33. Defining the EPS trigger to include LSE investments in retained generation intended to (1) extend the life of one or more units of an existing baseload powerplant for five years or more, or (2) that result in a net increase in the existing rated capacity of that powerplant, is a workable definition that is consistent with the objectives of SB 1368.~~

~~34. Defining the EPS trigger in this manner covers “repowering” as the term is generally used in the industry, which is the type of investment in retained generation that staff and most parties agree should be included under the definition of new ownership investments.~~

162. Disclosure of short-term contracts is necessary to ensure that LSEs do not circumvent the EPS rule by entering into a series of contracts with terms of less than five years with the same supplier, resource or facility. Such multiple contracts should be considered a single commitment and must be reviewed as such (e.g., a contract for a three-year term linked to a contract for the following three years must be seen as a single commitment for 6 years) if the selection and execution of any of the contracts in the series required the selection and execution of some or all of the others in the series.

~~186. Any shift towards or away from out-of-state resources is speculative at this point, and could not possibly indicate discriminatory intent.~~

~~187. The EPS does not give California firms any competitive advantage over out-of-state firms.~~

APPENDIX B

SCE'S RECOMMENDED CHANGES TO THE CONCLUSIONS OF LAW

SCE suggests that the PD be modified to delete the language that is stricken through and to add the language that is underlined in the following Conclusions of Law:

6. SCE's interpretation of "new ownership investment" ~~to only~~ to encompass an investment in baseload generation that is *also* a new ownership interest is ~~not~~ reasonable for the reasons discussed in this decision, and should be ~~rejected~~ adopted.

7. We conclude from our reading of SB 1368 that the term "new ownership investment" under SB 1368 encompasses only new LSE ownership investments in retained baseload generation.

9. For the reasons discussed in this decision, we conclude that it is reasonable and consistent with the direction of SB 1368 to apply the EPS to the following "covered procurements": (1) New ownership investments in baseload generation made by an LSE, defined as: (a) Investments in new baseload powerplant (new construction), or (b) Acquisition of new or additional ownership interest in existing baseload powerplant previously owned by others, or (c) ~~New investments in the LSE's own existing, non-CCGT baseload powerplants that are: (i) intended to extend the life of one or more units by five years or more, (ii) result in a net increase in the rated capacity of the powerplant, or (iii) intended to convert a non-baseload plant to a baseload plant, or (d) Units added to a deemed-compliant CCGT powerplant that result in an increase of 50 MW or more to the powerplant's rated capacity (the LSE owner need only show that the added units meet the EPS), or (2) New contract commitments (including renewal contracts) of five years or greater by an LSE with: (a) baseload generation facilities, unless those facilities represent deemed-compliant CCGT powerplants, or (b) any deemed-compliant CCGT powerplant that added units resulting in an increase of 50 MW or more to the powerplant's rated capacity. (The contracting~~

LSE need only show that the added units meet the EPS.) 54. Neither SB 1368 nor the Commission's implementation of it conflict with federal foreign policy.

~~58. The Commerce Clause protects the interstate market, not particular interstate firms, from prohibitive or burdensome regulations.~~

~~59. The Commerce Clause does not require California to protect the pecuniary interests of out-of-state coal burners.~~

~~60. The EPS is an evenhanded regulation that lacks discriminatory intent or effect.~~

~~61. Whether one geographic region is impacted more than another is not relevant to a dormant Commerce Clause analysis; what is relevant is whether there is an improper discrimination against electricity produced outside California, as compared with electricity produced inside California.~~

~~63. The "burdens" on interstate commerce, alleged by CEED and others, are not "clearly excessive" in light of the substantial local benefits of the EPS.~~

~~64. Extraterritorial regulation means regulation that impacts commerce that occurs "wholly" outside the state.~~

~~65. Simply because regulation of sales to California LSEs by the EPS may affect the costs or profit of an out-of-state generation company does not make the regulation extraterritorial.~~

~~66. The EPS does not have an impermissible extraterritorial reach.~~

~~67. The EPS is valid under the dormant Commerce Clause.~~

CERTIFICATE OF SERVICE

I hereby certify that, pursuant to the Commissioner's Rules of Practice and Procedure, I have this day served a true copy of COMMENTS OF SOUTHERN CALIFORNIA EDISON COMPANY (U 338-E) ON THE PROPOSED DECISION OF PRESIDENT PEEVEY AND ALJ GOTTSTEIN on all parties identified in the attached service list(s).

Transmitting the copies via e-mail to all parties who have provided an e-mail address.
First class mail will be used if electronic service cannot be effectuated.

Executed this **2nd day of January, 2007**, at Rosemead, California.

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